

Message Text

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PAGE 01 COPENH 00830 01 OF 02 241203Z

51

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AMEMBASSY OSLO

AMEMBASSY REYKJAVIK

AMEMBASSY STOCKHOLM

USMISSION USUN NEW YORK

C O N F I D E N T I A L SECTION 1 OF 2 COPENHAGEN 0830

FOR ASSISTANT SECRETARY HARTMAN

E.O. 11652: GDS

TAGS: OGEN, DA

SUBJECT: ANNUAL POLICY ASSESSMENT: DENMARK

REF: STATE 032826

THE SITUATION

1. I AM GOING TO FOLLOW YOUR REQUEST AND MAKE THIS
ASSESSMENT BRIEF AND TO THE
POINT. DENMARK MAY NOT
LOOM LARGE IN THE OVERALL BUT IT WILL CONTINUE TO HAVE
CONSIDERABLE IMPORTANCE TO US. IT CONTROLS THE ENTRANCES
TO THE BALTIC AND IS SOVEREIGN OVER THE FAEROES AND
GREENLAND. IT IS ALSO THE ONLY COUNTRY WHICH IS, AT THE
SAME TIME, A MEMBER OF NATO, THE EC, THE IEA, AND
THE NORDIC COUNCIL, NOT TO MENTION THE UN WITH ALL ITS
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PAGE 02 COPENH 00830 01 OF 02 241203Z

SUBORDINATE AGENCIES. IT IS, THEREFORE, OF IMPORTANCE

TO US HOW THIS ALLY IS GOVERNED AND WHAT ITS POLICIES ARE.

2. ON THE FIRST POINT, I FEEL THAT I MUST REPORT THAT THE CHANGEOVER TO A SOCIAL DEMOCRATIC GOVERNMENT LAST MONTH IS NOT A GAIN FOR US. LEAVING ASUP THE QUESTION OF INTERNAL VIABILITY, IT IS ALREADY CLEAR THA THE PREVIOUS LIBERAL GOVERNMENT UNDER POUL HARTLING, WITH GULDBERG AS FOREIGN MINISTER, TOOK POSITIONS AKIN TO OURS ON MANY FOREIGN POLICY ISSUES. THE PRESENT SOCIAL DEMOCRATIC GOVERNMENT SEEMS SOLID ENOUGH ON THE MAJOR SECURITY ISSUES BUT IT IS ALREADY CLEAR THAT IT WILL BE MORE SYMPATHETIC TO THIRD WORLD VIEWPOINTS, A FACT WHICH WILL PROBABLY REFLECT ITSELF FREQUENTLY IN UN ORGANS. IT WILL ALSO BE MORE AMENABLE TO THE TUG OF THE SOCIAL DEMOCRATIC GOVERNMENTS IN NORWAY AND SWEDEN. THIS IS NOT TO SAY THAT THERE WILL BE A SUDDEN LURCH TO THE LEFT IN DANISH FOREIGN POLICY, BUT THERE WILL BE SOME TACKING WHICH WE WILL NOT LIKE. A GOOD EXAMPLE IS THE FACT THAT FOREIGN MINISTER K.B. ANDERSEN COULD SPEAK IN THE PARLIAMENT LAST WEEK OF HIS INTENTION TO HAVE CLOSER CONTACTS WITH THE PRG AT A TIME WHEN THE NEWS MEDIA WERE FILLED WITH STORIES OF THE MAJOR COMMUNIST ATTACKS IN VIET NAM. I KNOW, HOWEVER, FROM MY RECENT TALK WITH PRIME MINISTER FORGENSEN THAT HE DOES NOT WISH TO REOPEN THE DISPUTE WITH US IN REGARD TO VIET NAM POLICY SO I DO NOT EXPECT ANY RENEWAL OF THE PROPAGANDISTIC ATTACKS WHICH POISONED THE ATMOSPHERE HERE AS LATE AS SEVERAL YEARS AGO.

POLICIES AND OBJECTIVES

3. THIS CHANGE IN GOVERNMENT, THEREFORE, SHOULD NOT REQUIRE MAJOR CHANGES IN OUR POLICIES AND OBJECTIVES WITH REGARD TO DENMARK, ALTHOUGH THERE WILL BE SOME SHIFTS OF EMPHASIS. WE SHOULD TAKE THE JORGENSEN GOVERNMENT AT ITS WORD THAT IT WANTS GOOD RELATIONS WITH US, OF COURSE RESERVING THE RIGHT TO POINT OUT IF NECESSARY THAT SUCH STATEMENTS MUST ALWAYS BE WEIGHED AGAINST A GOVERNMENT'S ACTIONS IN MATTERS WHICH CONCERN US.

4. AMONG OUR OBJECTIVES, I THINK THAT THE MOST IMPORTANT
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PAGE 03 COPENH 00830 01 OF 02 241203Z

BY FAR IS TO MAKE CERTAIN THAT DENMARK CONTINUES ITS COMMITMENT TO NATO AND REMAINS AN ACTIVE PARTNER IN THE ALLIANCE. I SEE NO PRESENT INDICATION OF ANY WEAKENING IN THIS REGARD BUT IT IS SOMETHING THAT WE CAN NEVER TAKE FOR GRANTED, GIVEN THE NEUTRALIST TRADITION HERE AND THE DESIRE NOT TO BECOME "INVOLVED". UNDER THIS OBJECTIVE WE ANT TO ENCOURAGE THE DANES TO MAINTAIN AND EXTEND THE PRESENT DEFENSE AGREEMENT WHICH IS SCHEDULE TO RUN

UNTIL 1977, NO MATTER WHAT WE (AND OTHER NATO ALLIES) THOUGHT WHEN IT WAS PROPOSED. A SECOND THING WE SHOULD DO, WHICH IS CLOSELY TIED TO THE DEFENSE AGREEMENT, IS TO URGE THE DANES TO MAKE A DECISION AS SOON AS POSSIBLE TO BUY THE F-16 LIGHTWEIGHT FIGHTER. WHILE PROSPECTS FOR THE PURCHASE OF THE PLANE APPEAR PROMISING, THE TIMING IS UNCERTAIN AND WE HAVE TO BE CAREFUL TO ASSURE THAT A PURCHASE IS MADE WITHOUT UNRAVELING THE DEFENSE AGREEMENT. IF THEY BUY THE F-16, THE DANES WILL BE FULFILLING ONE OF OUR OTHER OBJECTIVES, WHICH IS TO GET THEM TO ACCEPT INCREASED STANDARDIZATION AND RATIONALIZATION OF MILITARY EQUIPMENT.

5. OUR SECOND MAJOR OBJECTIVE SHOULD BE TO ENCOURAGE THE DANES TO MAINTAIN THEIR MEMBERSHIP IN THE EC WHICH, ALTHOUGH NOT THREATENED NOW, MIGHT BE AS A RESULT OF A NEGATIVE BRITISH REFERENDUM. DANISH MEMBERSHIP IS OF IMPORTANCE TO US BECAUSE THEY HAVE GENERALLY BEEN AMONG THE "FRIENDLIES" IN THE COMMUNITY AS FAR AS OUR INTERESTS ARE CONCERNED AND THEY ALSO SERVE AS A LINK BETWEEN THE COMMUNITY AND THE OTHER NORDIC COUNTRIES. UNFORTUNATELY, SINCE JOINING THE EC THE TRADITIONAL DANISH DEVOTION TO LIBERAL TRADE POLICIES HAS BEEN SOMEWHAT WEAKENED. WE ARE GOING TO HAVE TO EXPEND CONSIDERABLE EFFORT IN THIS FIELD TO ENCOURAGE THEM TO TAKE POSITIONS FAVORABLE TO OUR INTERESTS IN REGARD TO THE SUBJECTS WHICH WILL ARISE DURING THE MULTILATERAL TRADE NEGOTIATIONS.

6. AGAIN, WE DO NOT WANT TO SEE THE DANES TRY TO RESOLVE THEIR PRESENT ECONOMIC AND BALANCE OF PAYMENTS PROBLEMS IN WAYS WHICH WOULD BE INCONSISTENT WITH THEIR INTERNATIONAL PLEDGES AGAINST UNILATERAL "BEGGAR-THY-NEIGHBOR" POLICIES. WHILE THEY SEEM TO HAVE RESPECTED THESE PLEDGES UP UNTIL

CONFIDENTIAL

PAGE 04 COPENH 00830 01 OF 02 241203Z

NOW, I FEEL THEY COULD BE TEMPTED IN THE OTHER DIRECTION IF THERE WAS A FURTHER WORSENING OF THEIR BALANCE OF PAYMENTS POSITION.

7. NEXT, WE MUST STRIVE TO INCREASE OUR EXPORTS TO THIS COUNTRY AS WELL AS TO INCREASE DANISH TOURISM AND BUSINESS TRAVEL IN THE US. FROM MY OBSERVATION, OUR PERFORMANCNE IN THIS REGARD COMES CLOSE TO BEING SATISFACTORY, BUT I CONTINUE TO EMPHASIZE TO ALL MEMBERS OF THE EMBASSY THAT THESE ISSUES MUST BE IN THE FOREFRONT OF OUR THINKING AND EFFORTS. I CAN REPORT, HOWEVER, THAT IN A RATHER WEAK MARKET WHICH IS CLOUDED WITH FURTHER UNCERTAINTIES, OUR INVESTMENT GOODS EXPORTS INTO DENMARK INCREASED IN 1974, ALTHOUGH CERTAIN OTHER CATEGORIES DECLINED. 1975 LOOKS LIKE IT WILL BE LESS FAVORABLE. FURTHERMORE, OUR TRAVEL PRO-

MOTION EFFORTS ARE BEING BEGINNING TO SHOW SOME RESULTS.

8. NATURALLY, A CONTINUING OBJECTIVE IS TO SECURE DANISH COOPERATION IN INTERNATIONAL MEETINGS SUCH AS THE IEA, CSCE, MBFR, UN AND LAW OF THE SEA. IN A NUMBER OF THESE FORA, THE DANES PLAY A MORE IMPORTANT ROLE THAN THEIR SIZE MIGHT IMPLY. IN THE LAST YEAR I THINK WE HAVE HAD SOME SUCCESSES HERE BUT, AS I NOTED EARLIER, I ANTICIPATE PROBLEMS WITH THE PRESENT GOVERNMENT WHEN THIRD WORLD ISSUES ARE BEING DISCUSSED. WE WILL HAVE TO UNDERTAKE GREATER EFFORTS TO PERSUADE THE DANES OF THE IDENTITY OF MANY OF THEIR LARGER INTERESTS WITH OUR OWN.

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PAGE 01 COPENH 00830 02 OF 02 241228Z

51

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AMEMBASSY STOCKHOLM

USMISSION USUN NEW YORK

C O N F I D E N T I A L SECTION 2 OF 2 COPENHAGEN 0830

9. ANOTHER OBJECTIVE IN WHICH I AM INTERESTED IS THE IMPROVEMENT OF RELATIONS BETWEEN US AND DANISH LABOR ORGANIZATION SO THAT WE GET THEIR SUPPORT MORE FREQUENTLY ON INTERNATIONAL LABOR QUESTIONS. MORE NEEDS TO BE DONE IN THIS AREA; WE ARE CONCENTRATING NOW ON MAKING CERTAIN THAT IMPORTANT DANISH LABOR LEADERS UNDERSTAND THE SIGNIFICANCE OF AN F-16 PURCHASE AS FAR AS PRESENT AND FUTURE JOBS ARE

CONCERNED.

10. ON A DIFFERENT PLANE, ONE OF OUR OBJECTIVES IS TO ENCOURAGE THE DANISH AUTHORITIES TO COOPERATE WITH OUR DRUG ENFORCEMENT ACTIVITIES. FROM A SLOW START SEVERAL YEARS AGO, WE SEEM TO BE MAKING AT LEAST SATISFACTORY PROGRESS. THE DANISH OFFICIALS CONCERNED, FOR EXAMPLE, HAVE INDICATED THEY ARE PLEASED THAT WE ARE OPENING A DEA OFFICE IN COPENHAGEN.

11. I HAVE TAKEN A PERSONAL INTEREST IN THE INTERNATIONAL VISITORS PROGRAM AND CHAIR THE MEETINGS AT WHICH CANDIDATES
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PAGE 02 COPENH 00830 02 OF 02 241228Z

ARE SELECTED. I ALSO PERSONALLY INTERVIEW EACH CANDIDATE. I WANT TO REACH OUT INTO FIELDS WHERE WE HAVE NOT BEEN STRONGLY REPRESENTED IN THE PAST AND AM PARTICULARLY CONCERNED THAT WE GET SOME PEOPLE FROM THE EDUCATIONAL AND MEDIA FIELDS WHO ARE IN A POSITION TO HAVE AN INFLUENCE ON THE YOUNG.

12. ANOTHER OBJECTIVE IS TO URGE THE DANES TO CONTRIBUTE AS MUCH AS THEY CAN TO THE US BICENTENNIAL CELEBRATION NEXT YEAR. GOOD HEADWAY HAS BEEN MADE HERE. THE QUEEN AND PRINCE HENRIK ARE PLANNING TO VISIT THE US IN 1976, THE ROYAL BALLET WILL TOUR THERE, AND A NUMBER OF COMMEMORATIVE ACTIVITIES ARE BEING PLANNED BY THE REBILD SOCIETY. THERE IS AN ACTIVE BICENTENNIAL COMMITTEE HERE TO WHICH WE ARE GIVING ALL NECESSARY ASSISTANCE.

RESOURCES

13. LIKE OTHER EMBASSIES, WE ARE BEING SQUEEZED BY INFLATION AND DOLLAR DEVALUATION AS WELL AS BY THE LIMITATION ON POSITIONS. TO ACCOMPLISH THE OBJECTIVES LISTED ABOVE, THERE ARE IN ADDITION TO THE DCM AND MYSELF ONLY FOUR SUBSTANTIVE OFFICERS IN THE EMBASSY: THE ECONOMIC AND POLITICAL COUNSELORS, AND THE LABOR AND COMMERCIAL ATTACHES. DANISH PARTICIPATION IN THE MANY ORGANIZATIONS I HAVE MENTIONED MEANS THAT WE GET ALMOST THE SAME NUMBER OF INSTRUCTIONS AS OTHER EMBASSIES IN WESTERN EUROPE, ALMOST ALL OF WHICH ARE CONSIDERABLY RICHER IN PERSONNEL. IN THAT CONNECTION I WAS INTERESTED TO LEARN THAT, IN ADDITION TO THE AMBASSADOR AND THE DCM, THE BRITISH EMBASSY HERE HAS SIX SUBSTANTIVE OFFICERS AND THE SOVIET EMBASSY HAS ABOUT 16 -- ALTHOUGH I AM SURE THAT SOME OF THE LATTER HAVE AUXILIARY FUNCTIONS. ALSO I WOULD POINT OUT OUR OUTGOING SUBSTANTIVE TELEGRAMS INCREASED BY 11 PERCENT AND OUR INCOMING TELEGRAMS BY 4 PERCENT IN 1974, DESPITE THE FACT THAT IN 1973 THERE WAS A NATO MINISTERIAL MEETING HERE

AND THE DANES WERE IN THE EC PRESIDENCY FOR SIX MONTHS.
THIS YEAR LOOKS LIKE THERE WILL BE NO SURCEASE.

14. I HAVE MADE IT CLEAR TIME AND AGAIN -- AND THE
DEPARTMENT HAS SUPPORTED ME -- THAT WE REQUIRE AN
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PAGE 03 COPENH 00830 02 OF 02 241228Z

ADDITIONAL ECONOMIC/COMMERCIAL OFFICER IF WE ARE TO DO
THE JOB EXPECTED OF US. I HOPE THAT THE DEPARTMENT WILL
AGAIN PUSH STRONGLY FOR THIS POSITION. DANISH EC MEMBER-
SHIP AND AN EXPANDED COMMERCIAL PROGRAM HAVE DOUBLED OUR
WORKLOAD WITH NO ADDITIONAL HELP. I FEEL THAT SIGNIFICANT
EXPORT OPPORTUNITIES REMAIN UNEXPLORED AND UNDEREXPLORED
BECAUSE OF OUR LACK OF PERSONNEL. THE POLITICAL OFFICER
POSITION WE LOST IN MID 1973 SHOULD ALSO BE RESTORED.
BECAUSE OF THE LACK OF THIS THIRD POSITION IN THE POLITICAL
SECTION THE TIME THE LABOR ATTACHE HAS BEEN ABLE TO DEVOTE
TO DENMARK'S IMPORTANT AND RESTIVE LABOR MOVEMENT HAS
BEEN REDUCED, AND ANALYTICAL AND BIOGRAPHIC REPORTING HAVE
NOT RECEIVED THE ATTENTION THEY SHOULD BE GETTING.

15. FINALLY, I FEEL WE COULD DO A BETTER JOB IF WE HAD AN
INCREASE IN TRAVEL AND REPRESENTATION FUNDS. IT HAS BEEN
DIFFICULT FOR OUR OFFICERS TO MOVE AWAY FROM COPENHAGEN; I
NOTE FOR EXAMPLE THAT THE ECONOMIC AND POLITICAL COUNSELORS
HAVE EACH BEEN ABLE TO MAKE ONLY ONE TRIP IN THE LAST YEAR
AND THIS IS CERTAINLY NOT ENOUGH. AS TO REPRESENTATION, THE
DECLINE IN THE DOLLAR VALUE PLUS THE NEVER-ENDING INFLATION HAS
MADE IT DIFFICULT TO KEEP UP WITH MINIMUM DEMANDS. THERE
ARE LIMITATIONS AS TO WHAT THE EMBASSY CAN DO IN REGARD TO
THE OBJECTIVES I HAVE OUTLINED IF WE DO NOT HAVE THE RESOURCES
IN PEOPLE OR MONEY WE NEED.
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